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CAPITOL BUILDING AND PLANNING COMMITTEE

CAPITOL MASTER PLAN:
REPORTS AND RECOMMENDATIONS

1978
HELENA, MONTANA 59601

November 1978

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MONTANA LEGISLATIVE COUNCIL

State Capitol

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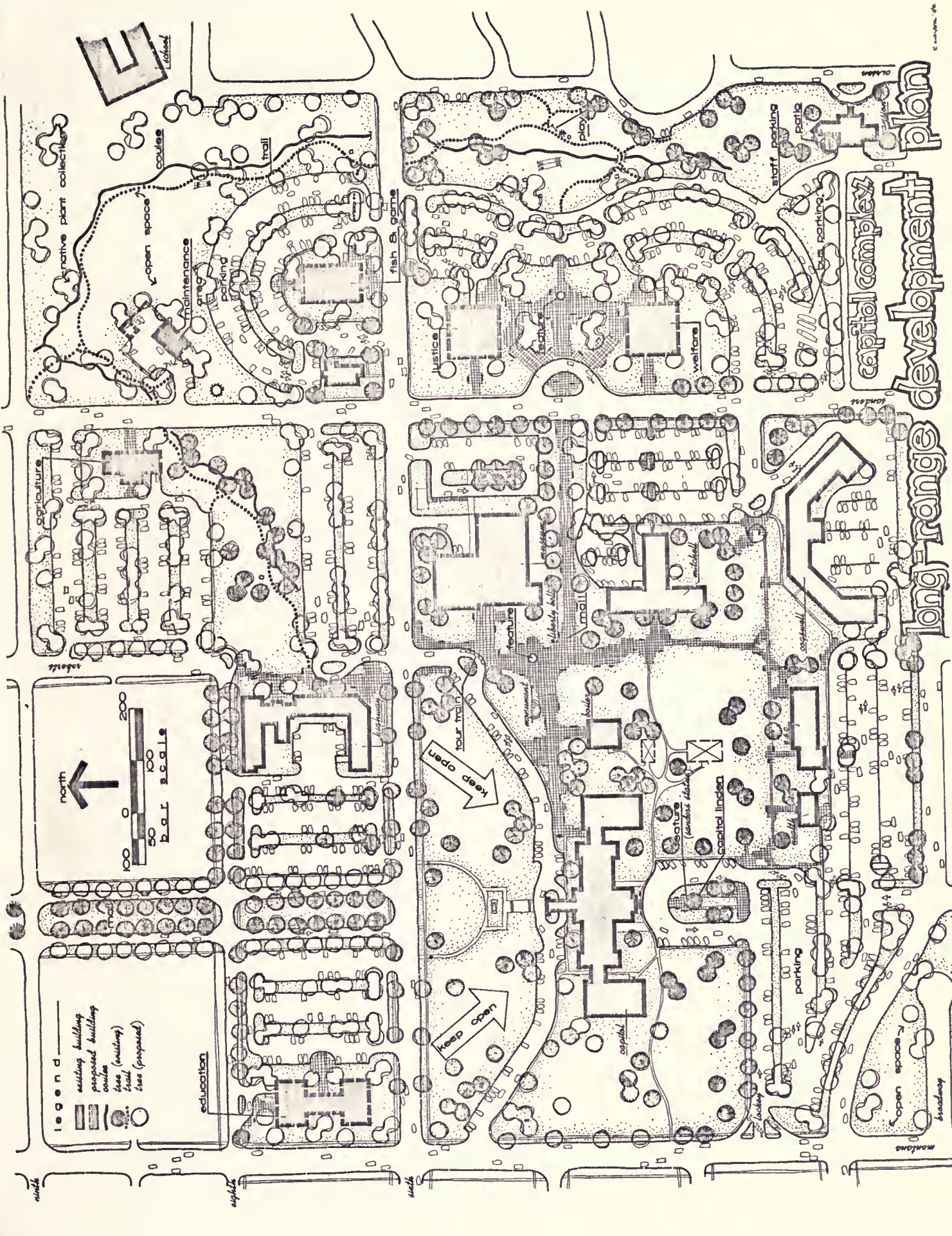
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CAPITOL MASTER PLAN: REPORT AND RECOMMENDATIONS

A REPORT TO THE
FORTY-SIXTH LEGISLATURE

CAPITOL BUILDING AND PLANNING COMMITTEE

November 1978

MEMBERSHIP

CAPITOL BUILDING AND PLANNING COMMITTEE

Senator William R. Lowe
Chairman

Rep. Edith Cox

Rep. Russell Baeth

Senator Margaret S. Warden

Secretary of State, Frank Murray

Director, Department of Administration, David M. Lewis

Director, Lewis and Clark Areawide Planning Organization, Denis Vogt

Montana Legislative Council:

Director, Research and Reference Services, Robert B. Person

Executive Director, Diana S. Dowling

Chairman, Senator Carroll A. Graham

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SUMMARY AND RECOMMENDATIONS

Plaques, Statues, Memorials, etc.

It has been forcibly brought to the attention of this Committee that a firm policy is needed to deal with this well-meant but proliferating problem of memorials.

Although it is fully recognized that certain and various memorabilia are appropriate and in order for our capitol area, it must also be appreciated that locations and provisions for such articles can be and are becoming a serious problem.

We strongly suggest that definite agreements or contracts for plaques, statues, memorial trees, etc. be avoided in legislative action but instead be subject to the acceptance or approval of the Capitol Building and Planning Committee or some similar body that keeps currently informed on the situation and the appropriateness of installing such items in the capitol area.

Functions of this Committee

We believe this Planning Committee should and can fill a real need, particularly if the proposed amendments are adopted to better define its functions and to lend it just a little note of authority.

Currently space in state office buildings is assigned by the Department of Administration. Rental and leasing of other properties are also under the Administration's control. This Planning Committee believes the legislative branch should furnish input and some voice on the use and assignment of space and facilities in the capitol area. In most states the Legislature does have such input. Financing and upkeep of these improvements are usually the responsibility of the Legislature. It would also seem that input on decisions for their use should be incorporated in the continuous long range planning as a natural function of this legislative committee.

The housing provisions for state government are a very fluid, ever-changing situation. We have found their needs and operations to warrant continuing consideration during the entire biennium. It is suggested that this committee could provide a good service to the long-range building committee with interim study and investigation of departmental requests for capitol area improvements.

Land

The Capitol Building and Planning Committee encourages the continued orderly acquisition of land and properties in the capitol complex area.

Buildings Policy

This committee believes that as new facilities are needed, that the proper and economic route is the construction of a few large multiple-use structures rather than several small ones. It is felt that necessary economy in scarce land and scarcer funds should direct this course. Also, it is not necessary that each department have its own building.

Funding of Facilities

For the past several years the State has handled its capitol construction program very nicely on a pay-as-you-go basis, and has financed it largely from the earmarked cigarette tax. This has amounted to between \$10 and \$15 million per biennium.

We must now face up to a situation that will become increasingly more difficult. The Legislature should look at changing this standing policy.

Funding for the long-range building program has remained virtually static at the same dollar amount for 13 years. This is because the cigarette tax funding source was fixed at 3 1/2¢ per pack 13 years ago and there it has remained. The 3 1/2¢ per pack was set when a pack cost 20¢. Now, of course, a pack costs 50 to 60¢ and the tax remains at 3 1/2¢. Meanwhile the cost of building has more than doubled.

As mentioned earlier in this report, the economic use of our capitol complex land and our building funds entails consideration of sizeable structure rather than several small ones. Put this fact together with today's construction costs and building two or three structures will exhaust the cigarette tax funds for 2 years. This makes it politically unrealistic to pass any total long-range building fund.

Again, considering the fact that construction costs are increasing at a geometric rate of 10% per year, compounded, it becomes unfeasible to save money at 7 or 8% to build in later years if that building is truly needed now. As an example, a \$1,000,000 building built this year on 5% tax-free bonds will have cost the state \$1,100,000 by 1980, including 2 years of usage. If the state waits and builds the same building in 1980 with funds coming available then but at 1980's increased construction costs, the price tag will be \$1,210,000. Thus the state loses \$110,000 or more than 10% by "frugally" postponing needed construction.

The new legislative wing which many of us think is sorely needed - and must eventually be built - was estimated at \$5,770,000 in February 1977. Today's estimate of the same building is right at \$7,000,000, an increase of 21% in less than 2 years.

Funding Considerations

We realize funding considerations are perhaps somewhat beyond the scope of this committee, but really not beyond the field of sound long-range planning. It is, therefore, advised that more adequate means of capital construction financing be sought out and implemented. Suggested alternate methods are:

1. put the cigarette tax on a percentage basis so it can follow the Consumer Price Index and keep up with building costs;
2. use Coal Tax funds for constructing needed facilities rather than holding those funds at interest but losing ground with inflating building costs;
3. bond the State with tax-exempt bonds to be paid off from "rentals" assessed the using state agencies to be a part of their budgets. This could serve as a good method of finance plus encouraging departments to appraise their "rental" needs realistically;
4. a combination of the above.

Closing and Acknowledgments

We, the Capitol Planning and Building Committee, trust that our efforts and suggestions may be of some value to the Legislature and the State of Montana. We urge the continuance of this Committee as a legislative function.

We wish to acknowledge the cooperation and assistance of many - in and out of state government - and particularly:

The Architectural and Engineering Division of
the Department of Administration
The Staff of the Legislative Council
The Legislative Administration Committee

COMMITTEE AUTHORITY

The Capitol Building and Planning Committee met under authority of Sections 78-1301 through 78-1304, Revised Codes of Montana, 1947. These sections were originally adopted as Chapter 232, Laws of Montana, 1971. The Committee is to establish a master plan for the orderly development of future buildings in the State Capitol area. This report fulfills a Committee responsibility to provide a written report of its activities to the Legislature. Because a master plan as such was published in 1972, the Committee's primary responsibility was to update that plan. The reader is referred to: "Montana Capitol Complex: A Planning Study", 1972 prepared by the Department of Administration, Architecture and Engineering Division, for the details of the Master Plan.

INTRODUCTION

The 1971 Legislature recognized that it was past time to develop a responsible plan for laying out the grounds around the capitol area. The Capitol Building and Planning Committee was thus created under sections 78-1301 through 78-1304, R.C.M. 1947. The Committee was assigned to establish a master plan for the orderly development of the capitol grounds. An 80-page study was produced by the first committee and was published in 1972. That study included a master plan for the development of the capitol area.

Master plans are dynamic, not static. They must be maintained if their long-range goals are to be achieved. Necessity dictates changes in details of the plan. This changing nature requires continuous monitoring of the plan. The Capitol Building and Planning Committee, however, was dormant from the time the 1972 study was published until it was once again activated during the 1977 legislative session.

The reactivated Committee met four times to review the master plan and developments in the capitol area since the plan was published. The committee also heard demands now being made for additional buildings to be constructed in the capitol master plan area. To adequately accomplish all of its purposes, however, the committee recognized a need for a group to play an active role in advising the Department of Administration on matters relating to the appearance of the capitol on the inside as well as the outside.

The committee's concerns and recommendations are discussed in this report. Legislation recommended for adoption by the Legislature is appended.

NEEDED IMPROVEMENTS AND CHANGES

Legislative Work Space

The Committee recommends that a legislative wing is seriously needed to provide office and work area for legislators, provisions for staff. The legislative council, hearing and committee rooms, restaurant facilities, and areas for visitors, constituents, and lobbyists and other uses.

Recognizing the dire need but also being aware of the continuing lack of building funds, the committee still felt that the highest priority should be assigned to this project. It was felt that placing the project on the long-range building listing was the most logical approach to getting this legislative wing accomplished. This has been done. The shortage of funds is discussed elsewhere in this report, but the Committee feels the lack of legislative office space will not be cured by delay for money availability or any other reason. The approximate 71,000 square feet needed for this facility was estimated to cost \$5,900,000 in 1977. This estimate has now reached \$7,000,000 with the increase in building costs.

It frankly does not seem logical to use half the available capital building fund for one project, but the situation will only get worse. The alternate for not finding a funding method is to see this project get farther and farther from our reach as the cost of building continues to inflate.

A suggested alternate to this new wing is moving the courts from the capitol and remodeling for the Legislature. This Committee opposes this proposal for the following reasons:

1. It will cost as much to remodel as to build the new space.
2. No needed space will be added.
3. It will cover or destroy much of the historic beauty and grandeur of our capitol.
4. It will not provide total adequate facilities or be as good as a new design.

We feel that good legislation requires proper working conditions for the legislators and others involved in the lawmaking process.

This committee strongly recommends early inclusion of this project in the capitol complex.

Library Long-Range Building Program

Since the Montana State Library at 930 East Lyndale will lose its lease on November 30, 1983, the Capitol Building Committee recommends construction of new quarters to be located across from the front of the Capitol on Sixth and Montana in the area that has been designated for a new education building. The building could be constructed for library quarters and added to later for the rest of the education building. This seems to be the only location that is available in the immediate vicinity of the Capitol.

Some of the reasons for having the library located in the capitol complex include: need to supply government agencies with information retrieval on automated network systems as mandated by law; the consolidated collections of various departments could be housed in the State Library and the material could be disseminated to the various departments more quickly and easily by library personnel; people from various governmental agencies could readily walk to the library and do research without using automobiles, worrying about parking, and using energy resources; and the proven need nationally for the State Library to be a closely associated agency within state government to make the maximum use of the facility.

The request for at least 50,000 square feet is essential because the State Library should house technical publications now housed within the various state agencies. This material would be properly catalogued and instantly available through qualified researchers for the agencies. This would save money because the duplication of publications would be cut down and more people could use similar materials so that each department would not be buying magazines or serials for its own use. Back issues would be readily available and there would be a place to file these properly.

The State Library now houses all the talking books, cassettes, machines, and other material that is sent to citizens all over the state in the books for the blind and handicapped program.

There are six Library Federations located at Great Falls, Bozeman, Glasgow, Missoula, Miles City, and Billings. There are TWX machines at each of these headquarter libraries, and requests for information are funneled into the State Library daily. The two university libraries at Bozeman and Missoula are connected with the State Library as well as the Pacific Northwest Bibliographic Center at Seattle, and reference material is obtained through contract with this center. If not available there after the search of around 5 million records, the search can continue to the Library of Congress.

In addition to this, the State Library is contracting with several technical data banks all over the United States for printouts on the various types of technical matter needed by state government as well as its citizens in outlying areas. There is a unit called Med-Line which operates with Fort Harrison Veterans Hospital and which will provide medical information from the Bureau of Medicine and Surgery all over the United States.

The Age of Technology has come, and it is important to keep the state of Montana abreast of all the information that is currently available to it by these new forms of data retrieval.

Several agencies have already sent their libraries to the State Library for filing and housing. This serves to save a lot of valuable office space within the buildings. Some of the material can be housed in basement areas in the new building.

Senator Warden has studied this problem extensively since 1961 and has found that the most successful library services for state government are those provided by libraries in the inner core of the capitol complex. They have graduated to a technical data retrieval system of all types of technological information and can serve better and more efficiently the needs of a modern state government.

Planning funds should be allocated in the amount of \$120,000 for the 1979-80 biennium so bids can be taken and funds allocated from long-range building in the amount of \$2.5 million for construction and completion by November 30, 1983.

Historic Senate Chandelier

In the spring of 1978, Senator Warden contacted Mrs. Charles Bovey of Great Falls and Virginia City after Charles Bovey told her he had a beautiful, large chandelier that he had saved from the Capitol that should go back to the capitol Senate Chambers. This apparently had been removed and given to him. It is stored in Virginia City.

Senator Warden contacted Larry D'Arcy of the Department of Administration. He talked to Mrs. Bovey and was in the process of making arrangements to go and see it and bring it back to the Capitol when Charles Bovey died in the spring of 1978. Mr. D'Arcy had been unable to make further contact with Sue Bovey as of the time this report was prepared.

The Committee recommends further efforts be made to hang this historic chandelier in the Senate chambers.

Cooperation with Legislative Administration Committee

This Committee was consulted by the Legislative Administration Committee on chairs for the Senate chambers to replace current chairs.

After due deliberation, trying out the various chairs, and looking at covering quality and material and colors, the committee meeting with Larry D'Arcy decided to recommend the chairs in approximately the \$450 range. The selection was made because the better construction of the higher priced chairs and the quality of the chair coverings would wear longer, be more comfortable, and serve the Senate for twice as long as the less expensive chair.

Because some members of the Administration Committee rejected the chairs on costs, the Department of Administration cancelled the order and chairs were not ordered.

This Committee concurred on the need to refinish and recover public gallery chairs for 1979 session and this is being done.

The Capitol Building Committee recommended strongly that the tally board be changed from placement in Senate chambers. This was done and it is now at the top of the panel at the front of the room.

This Committee urges that a clock, preferably one of the older style more compatible with the decor of the Chambers, be selected to go on the front panel. Perhaps the Montana Historical Society could loan an old clock from the collections there.

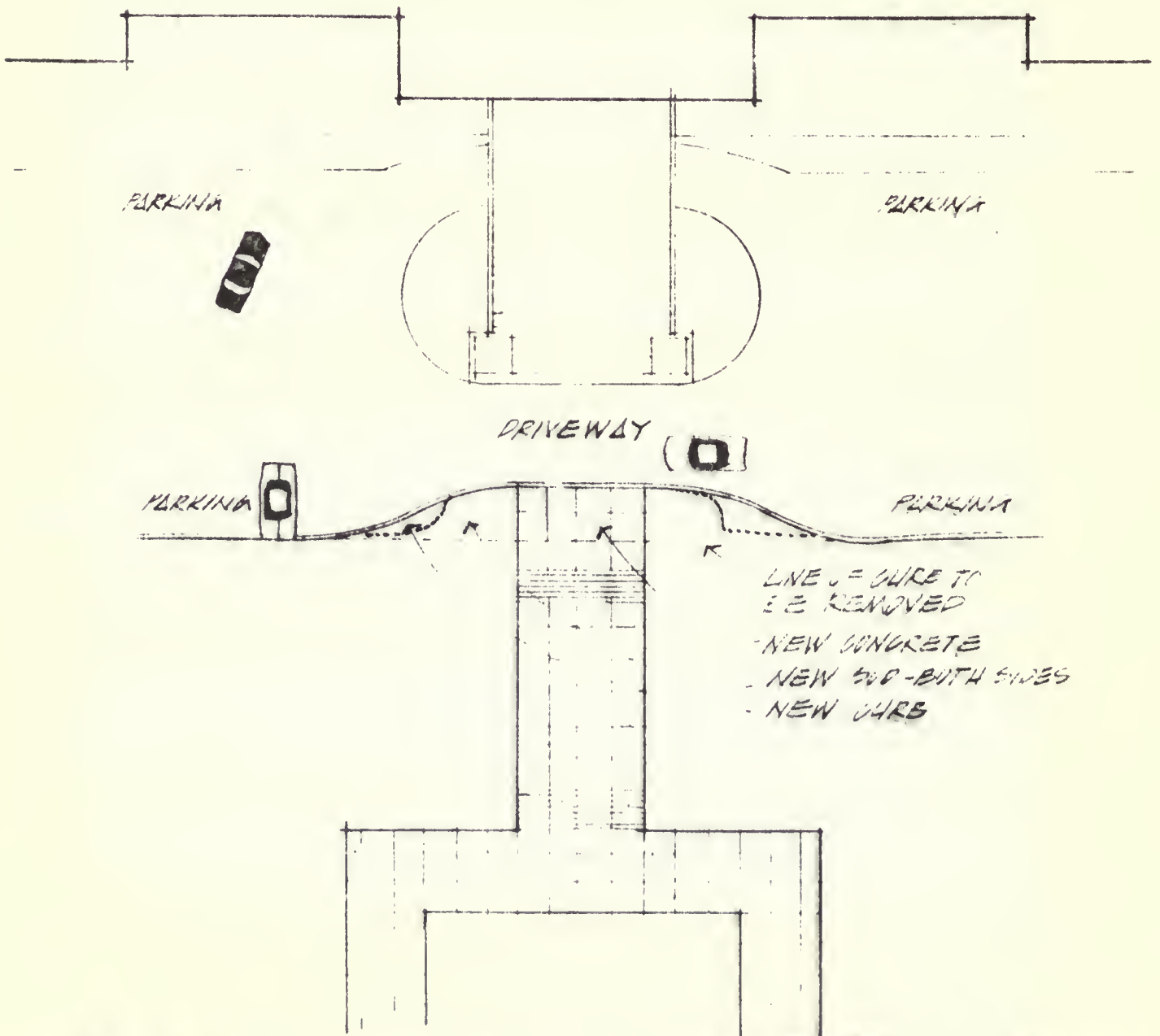
The Committee also strongly recommends that a reproduction of "When the Land Belonged to God" should be hung at all times in the Senate chambers. The security of the original painting is too important to transport the picture at various times of the year between the Capitol and the Historical Society.

Improvement of Capitol Entrance

Attached is a copy of the entry design as proposed by the Department of Administration. A change in the design was requested by the Committee to more clearly define the first parking slots from the dropoff area. This change is indicated on the enclosed copy.

New trash and smoking receptacles are to be installed, one on each side of the steps leading from the street to the Capitol. These receptacles are aesthetically designed to fit in with the color and style of the Capitol.

STATE CAPITOL BUILDING



SITE PLAN - PARKING IMPROVEMENTS

1" = 30'-0"

Ladies' Rest Room on the Third Floor of the Capitol

Considerable study was given to the improvement of the restroom facilities in the legislative area for women legislators and staff. This plan was approved by the Committee and recommended for early action.

Included in the plan are a public restroom for women, a private restroom for women staff members and women legislators, and remodeling the snack bar. The estimated cost of this project is around \$30,000. This requires legislative action and a call for bids which makes completion of the project impossible before the 46th session.

To upgrade the present difficult restroom conditions, this committee has approved temporary partitioning that will provide a private passageway for women legislators and staff to their own private facility. This work will be completed in time for the session.

Parks and Bike Paths

The Committee recommends, in conformance with the long-range plan for the capitol complex, that the "gully" area north of the Governor's Mansion and west of Carson Street be completed at this time as a park. This park should be developed to provide for a north-south bike pathway between Ninth and Broadway. The Committee also recommends inclusion of an east-west bike pathway across the capitol campus from Montana at Breckenridge to Carson Street south of the capitol building.

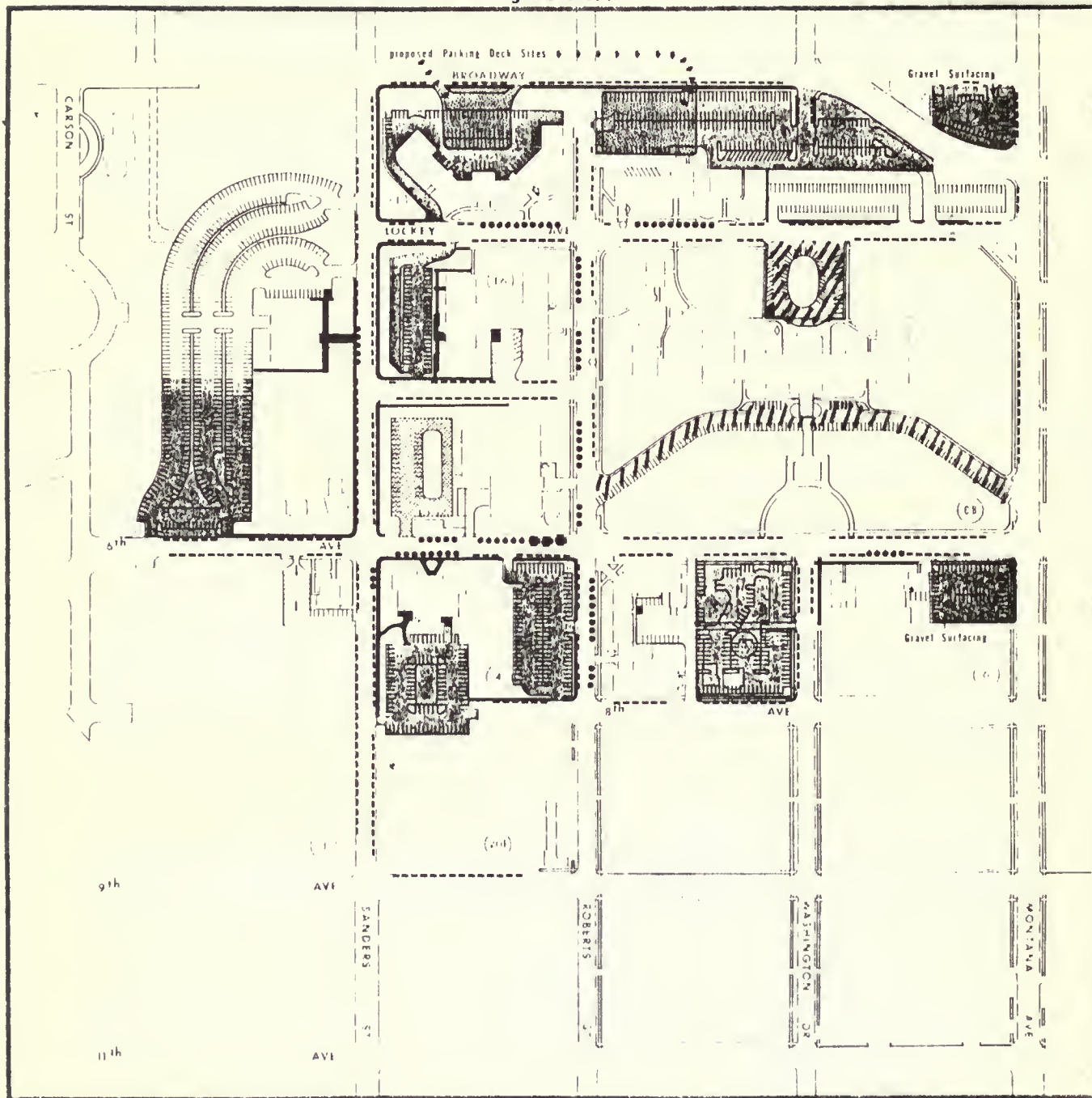
Circulation and Parking

The Capitol Building and Planning Committee approved the Capitol Complex Traffic and Parking Study that was submitted by the Department of Administration.

It is the desire of the Committee to have the Department of Administration designate 150 parking spaces to be reserved for Legislators for the upcoming session. The suggested spaces are located in Section CBa and 20b (see attachment).

PARKING PLAN

Figure No.9



PROPOSED OFF-STREET
PARKING IMPROVEMENTS

LEGEND

Parking Lots Have Paved
Surfacing Except As Noted

CURB (---) Black No. OFF-STREET

----- Unrestricted

..... 2 Hr. Limit

--- Load & Unload

--- Tour Train (reserved)

Unrestricted

2 Hr. Limit

Loading & Service

Reserved for
Handicapped

Bike Rack

SIDWALKS
Existing
Proposed

SCALE IN FEET



Plaques and Memorials

Whiteside Memorial

On August 22, 1977, Mr. Frank Adams, Secretary of the Fred Whiteside Memorial Foundation, met with the Committee to explain the purposes of the Committee and to show the proposed memorial plaque that had been developed. The Memorial Foundation's work began with passage of House Resolution 66 in 1974. The resolution outlined highlights of Fred Whiteside's life. He exposed corruption in state government and saved taxpayers many millions of dollars in the construction of the Capitol. He played a leading role in exposing the "money over the transom" episode where W. A. Clark bribed legislators to vote for him for U. S. Senator.

The Committee approved placement of the plaque in a niche along the hallway leading to the office of Clerk of the Supreme Court.

Jeannette Rankin Statue

In 1974 the Legislature passed SR 67 and HR 57 authorizing and resolving as follows:

WHEREAS, the late Jeannette Rankin of Montana brought the attention of the world to herself and the people of Montana by winning a seat in the United States House of Representatives and becoming the first woman to sit in any major national legislative body; and

WHEREAS, in her two terms in Congress and throughout her life, Jeannette Rankin displayed exceptional qualities of courage, candor, and commitment to moral principles of which the people of Montana are justly proud.

NOW, THEREFORE, BE IT RESOLVED BY THE SENATE (HOUSE OF REPRESENTATIVES) OF THE STATE OF MONTANA:

That the Montana Arts Council be directed to commission a statue of the late Jeannette Rankin of Montana, which shall be a life-sized likeness and which shall include a plaque, inscription, or other verbal description of her significance to Montana, to the United States of America, and to the dignity of women. In granting the commission the council shall consider incorporating native Montana metals or stone; and

BE IT FURTHER RESOLVED, that the council shall award the commission subject to the appropriation of funds, if the council determines that an appropriation is needed. The council may accept gifts and grants for the purposes of this act and shall apply to federal agencies authorized to make grants for such purposes; and

BE IT FURTHER RESOLVED, that the Department of Administration shall place the statue in the northeast corner of the rotunda in the state capitol, and shall move the plaque now in that corner to another suitable location within the capitol, and

BE IT FURTHER RESOLVED, that a copy of this resolution be forwarded to the chairman of the Montana Arts Council with the request that he proceed as speedily as possible with this project.

On March 1, 1974, the Capitol Building and Planning Committee approved placement of the statue as per HR 57, which also entailed removal of the Cornerstone Plaque and the rather inappropriate water fountain in the proposed location. At this time the Committee was of the opinion that the "life-sized likeness" was in truth to be a full length head to toe statue that would have to be placed out in the free area of the rotunda, the Committee was not in favor. The Montana Institute of the Arts foundation has been advised as follows:

"Dear Ms. Hunter:

This letter will confirm our telephone conversation yesterday regarding the placement of the Jeannette Rankin Statue. As you know, the situation has been complicated by the fact that the Capitol Building and Planning Committee has been trying to work in accordance with the functions and responsibilities it has, while at the same time complying with the general intent of the 1974 legislative resolutions authorizing the statue. At its meeting on September 6, the Capitol Building and Planning Committee approved the location in the northeast corner of the rotunda with the conditions that the memorial is a bust, not a statue, and that the Foundation bear the costs of moving the existing bronze plaque and water fountain. On the other hand, if a life-sized likeness is to be provided, the Committee suggested a location presently occupied by a statue of Wilbur Fisk Sanders. This is at the top of the grand staircase you climb from the first floor level to the second floor and as shown on the attached plan.

Again, I apologize for any delays you experienced and the committee hopes the above solution is satisfactory. However, if you should have any questions or need additional information, please feel free to contact me.

Sincerely,
Senator William R. Lowe, Chairman
/s/ Thomas B. O'Connell, Chief
Facility Planning Bureau "

We trust this is in accordance with the Legislature's thinking. We feel any intrusion of this type on the Rotunda area would be unsafe, unaesthetic, and not in the best interest of our beautiful capitol.

Constitutional Convention Plaque

A plaque commemorating the 1972 Constitutional Convention was prepared during the interim and dedicated on July 30, 1977. The Committee was told that a similar plaque would be prepared commemorating the original convention. The Committee recommended that the plaque be hung in the Capitol temporarily pending formal approval by resolution of the Legislature in 1979.

APPENDIX

BILL TO EXPAND AND CLARIFY

THE AUTHORITY OF THE COMMITTEE

1 _____ BILL NO. _____

2 INTRODUCED BY _____

3 BY REQUEST OF THE CAPITOL BUILDING AND PLANNING COMMITTEE

4

5 A BILL FOR AN ACT ENTITLED: "AN ACT TO CONTINUE THE CAPITOL
6 BUILDING AND PLANNING COMMITTEE AND REENACT THE LAW RELATING
7 TO IT; REPEALING SECTIONS 1 THROUGH 4 OF CHAPTER 232, LAWS
8 OF MONTANA, 1971, SECTION 25 OF CHAPTER 326, LAWS OF
9 MONTANA, 1974, AND SECTION 54 OF CHAPTER 439, LAWS OF
10 MONTANA, 1975."

11

12 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MONTANA:

13 Section 1. Capitol building and planning committee --
14 appointment, composition, and meetings. (1) There is a
15 capitol building and planning committee consisting of eight
16 members as follows:

17 (a) two members of the house of representatives
18 appointed by the speaker on a bipartisan basis;

19 (b) two members of the senate appointed by the
20 committee on committees on a bipartisan basis;

21 (c) the director of the department of administration;

22 (d) the administrator of the architectural and
23 engineering division of the department of administration;

24 (e) a representative of the governor's office
25 designated by the governor; and

(f) the director of the Lewis and Clark areawide planning organization who shall serve as a nonvoting member.

(2) The committee shall select a chairman who may call meetings at his discretion for the conduct of committee business.

Section 2. Function of committee -- capitol area master plan. (1) The function of the committee is to establish and maintain a master plan for the orderly development of state buildings in the immediate area of the capital city. The master plan shall be developed and maintained with consideration given to the following factors:

(a) the needs of the state relative to the location and design of buildings to be constructed, purchase of land, parking facilities, traffic management, and landscaping;

(b) the ordinances, plans, requirements, and proposed improvements of the city of Helena and Lewis and Clark County based without limitation upon zoning regulations, population trends, and plans for rapid transit development;

(c) any other factors that bear upon the orderly, integrated, and cooperative development of the state, the city of Helena, Lewis and Clark County, and of state property in the immediate area of the capital city.

(2) The committee shall consult with and advise the department of administration concerning the assignment of

1 space in the capitol complex and the actual placement of
2 busts, statues, memorials, or art displays of a permanent
3 nature within public areas of the capitol complex. No such
4 item may be permanently displayed unless authorized by the
5 legislature.

6 (3) The committee shall serve as a long-range building
7 committee to recommend to the legislature construction and
8 remodeling priorities for the capitol complex.

9 section 3. Report to legislature. The committee shall
10 prepare a written report of its activities and
11 recommendations and present the report to the legislature at
12 each regular session. To prepare its report and
13 recommendations, the committee may receive assistance from
14 the legislative council.

15 Section 4. Compensation and expenses. Legislative
16 members are entitled to receive compensation and expenses as
17 provided in 5-2-302 while engaged in committee business.

18 Section 5. Repealer. Sections 1 through 4 of Chapter
19 232, Laws of Montana, 1971, section 25 of Chapter 326, Laws
20 of Montana, 1974, and section 54 of Chapter 439, Laws of
21 Montana, 1975, are repealed.

-End-

